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ABSTRACT

Educational circles in Europe have recently proposed that society is moving from a consumer to a postconsumer society and that, with this change, adult education will move from a vocational orientation to a cultural emphasis. However, this hypothesis is not supported by recent events. For example, adult education in Germany has moved from a pre-World War II emphasis on liberal education (education for its own sake) to an emphasis on vocational training coupled with a demand for life skills education (such as parenting education). Language courses are also popular. The Council of Europe has been promoting the more cultural aspects of education in the more advanced countries of Europe. At the same time, however, UNESCO has been concerned with literacy and job training in those countries that are less developed. For the future, adult education is likely to incorporate all of these aspects, instead of focusing dominantly on cultural education. At the same time, however, increased attention will have to be paid to the educational needs created by increased unemployment and the discovery of life cycle processes. (KC)

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FINDINGS AND TRENDS IN ADULT EDUCATION IN A EUROPEAN PERSPECTIVE

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1. From the consumer society to a post-industrial cultural society.

Some time ago the "Frankfurter Allgemeine Zeitung" published an article attempting to survey the European educational policy with a view to identifying discernible trends. Manifold documents were found to confirm the assumption that European policy is determined by the notion of a nascent post-industrial age.[1] The trend was shifting, hesitantly and with a question mark, from the consumer society to a cultural society, and it was inferred from resolutions and announcements of varying relevance and competence that "European politicians have discovered culture". Such deliberations were inspired by the Treaty of Rome, in which culture and education are indeed not explicitly mentione and which may be taken as indicating that European integration was to begin essentially in the economic sector. The fact that the European Council was requested to draft a "charter of culture" is seen as a tendential alternative signalling a turn towards the cultural domain. Altogether the scene is being set for a conflict of an ideological nature. On the one hand there are trends aiming at an extended growth policy, whereas some think, not least under the impact of financial constraints and generally limited resources, that the growth policy has to be stopped and education should have precedence over the economy. These conflicting positions cannot be compressed into a simple left-right pattern, because there is also a conservatively state-centred economic austerity represented in this country b Wilhelm Hennis, among others.[2]

These positions, shown here merely as oppositional, can also be given names. Hermann Kahn, for instance, supports the primacy of the economy. A. Tofler that of culture in a prospective "post-industrial" society. One could also include international or supra-national institutions in this pattern: in that case, the European Community would come under the first, the European Council under the second category. However, such simplifications cannot be upheld in a differentiated analysis.

2. The situation in the Federal Republic of Germany and the trends it entails

In the following, findings and situations will be described, and on that basis an attempt will be made to determine the trends that will characterize the future development of adult continuing education in the national and international contexts.

As the genesis of post-war adult education in the Federal Republic of Germany has been frequently described,[3] only a brief survey will be given here. After

1945, adult education in the states of the later Federal Republic returned to the tradition of popular education of the twenties and so reconstructed in its programmes a concept of education that might be called neo-humanistic or individualistic. Education was defined as a purpose-free acquisition of mental values. This acceptance of the tradition has been critically examined, and corrected on some points, in the report of the German Commission for Education entitled "The Situation and Tasks of Adult Education in Germany" (1960). The adult education courses are meant to give aid for living, leisure and work - at least that is how the "new type of people's university" sees itself. It should also be mentioned in this connection that other institutions of adult education do not feel provoked by this report. On the whole it may be said, with due caution, that the report has prepared the way which subsequently led to the "turn to realism". In the sixties, issues concerning vocationally-oriented education,[4] greater co-ordination and co-operation and a systematization of contents were discussed[5] and made available for the further planning of adult education and continuing education. The Structural Plan worked out by the Educational Committee of the Education Council (1970) and the Comprehensive Educational Plan of the Federal-cum states Commission (1973) marked the end of a development re-determined by the field of adult education. According to the Structural Plan, the new term "continuing education" comprises adult education, re-training and further education and is characterized in the Comprehensive Educational Plan the words: "Continuing education is the continuation or resumption of organised learning after an initial phase of education and after entry into an occupation".[6] The laws on adult education and/or continuing education passed after 1973 continue to keep close to the Comprehensive Educational Plan, especially the Act of Northrhine-Westphalia. In contrast to the laws which came into force in the early seventies, these laws are more concerned with content, while the earlier ones could be called organisational statues leaving the contents relatively open.[7]

This brief historical survey has been given because it indicates the re-orientation that has occurred in regard to the contents of adult education. The course has run from traditional cultural education to an increased vocational and certification-oriented education, and to systematization. The cultural domain seems to take second place, at least in educational policy-making. A special volume of the Comprehensive Educational Plan, on cultural education, has - significantly - been only occasionally referred to in the discussion. To start with, only the outer appearance of continuing education will be characterized: a look into the programme structures may correct the picture. Summarizing it may be said that

the educational policy has brought continuing education closer to vocational education, and has thus entered a path on which other European countries were already well advanced. In the Act on a Uniform and Socialist Educational System of 1965, the German Democratic Republic has firmly installed a system the basic pattern of which was already drawn in the fifties. In this the GDR follows the example of other socialist countries, especially the USSR. Occasionally concern has been expressed in the Federal Republic that the new style of continuing education might become too one-sided, that is, it might be entirely orientated towards "economic, or objective needs" and neglect the "subjective educational needs". Certainly the terminology in this matter is imprecise, as recently pointed out, succinctly and convincingly, by H. Siebert.[8)]

In 1976 voices were first heard stressing the need for a broad cultural education, though with new contents and perspectives. One indicator of this new awareness was the German people's education day (1976), a discussion in journals started mainly by the hedonistic left. This new turn was certainly no mass movement, it rather occurred subcutaneously. However, it can cite various precedents from international discussion, such as the Unesco "Recommendation on the Development of Adult Education" advocating a balance of vocational and cultural adult education. There are further examples to support this trend. In the United Kingdom culturally oriented community work is gaining ground; in France the "Animation socio-culturelle"[9)] is advancing, and in the GDR I have found a restrained reformulation of an adult education seen as comprehensive. In the programme scheme entitled "For a further rise in the level of adult education. Joint resolution of the Council of Ministers of the GDR and the Federal Board of the FDGB, 21 June 1979" it is explicitly stated "that great importance should be attached to a balance of vocational and general education, and that the aim should be to create a balance of school and out-of-school patterns of education in the system of adult education". The reference to aesthetic education and to the regionalization of educational provision is a further characteristic of this trend.[10)]

If we look at the structures and programmes of adult education and continuing education in the Federal Republic of Germany, we will find that in consequence of the Comprehensive Educational Plan the discussion about areas of education, contents and emphases, that is, the clarification of the self-understanding, is growing in all institutions, public or private. It has already been pointed out that in the framework of the people's universities, this process started as early as the sixties, especially evident in the certification courses.

In addition to the increased systematization, another characteristic of adult education is the concern for disadvantaged or marginal groups in the society. Migrant workers, disabled people, indigenous illiterates, vagrants, educationally disadvantaged people, find in existing adult education facilities special programmes and forums of communication and action. In fact, the discussion about target groups almost results in splitting up adult education work and stressing the special as against the normal. This tendency is mentioned only because it has recently been called worrying by representatives of adult education themselves.[11] Such an education focussing on special targets could, it is true, reach strata to which it has not yet found access. But this paper is not so much concerned with selected target groups for adult education as rather with its general provision for what may be called the "normal public". In surveying the programmes offered the first difficulty is that the contents provided by the various agencies are variously classified.

The general, and hence not very significant, classification made is as follows:

- Vocational education
- Political education
- General education.

More specific grids or classifications are those on which the statistics of the German People's University Union and the Catholic Adult Education Organisation is based. An extensively sub-divided schema has been introduced into the First Continuing Education Act of Northrhine-Westphalia:

1. Non-vocational certification-oriented education
2. Vocational education
3. Science education
4. Political education
5. Leisure-oriented education promoting creativity
6. Parent-family education
7. Individual-oriented education (WB law, NRW, para 3).

Notwithstanding these formal distinctions, it is evident from certain features of the programmes that the practice of adult education deviates from the policy. In order not to overload the paper with figures, only a few instances will be pointed out.

On the basis of the structure of the total offer of the people's universities in 1979 the following summary statement may be made: Quantitatively, language courses hold the first place (32.9 per cent), followed by "manual and artistic

work" (18.9 per cent), administration and commerce (9.2 per cent), school certification (8.1 per cent) and health care (7.9 per cent). Social affairs and politics (3.1 per cent) as well as education, philosophy and psychology (3.3 per cent) are lower down the list.

A statistical overview of the situation in Northrhine-Westphalia based on the legal classification also puts cultural education in the broadest sense at the top: leisure-oriented education (26.4 per cent of total courses), with an increasing trend in the period 1977 to 1979; non-vocational certification-oriented education (14.5 per cent), with a falling trend since 1977, and vocational education (14.2 per cent), where the decrease is only slight. The figures for "person-oriented education", also showing a rising trend, are difficult to classify because its contents are very disparate and might be put under "any other".

The statistics of the German Trades Union Council, whose educational work focusses primarily on the training of officials, might be taken to show a trend towards increasing communication skills. In the period 1977 to 1980, the courses on effective speaking have risen from 13.9 per cent to 16.1 per cent. But since these courses are not designed for the general public, these statistics will not be further discussed here.[12)]

In non-public adult education, the processing of statistics - except those of Northrhine-Westphalia - is still largely inadequate. Here, too, differing classifications are used. Looking at the situation in Northrhine-Westphalia, the following figures, which are plausible and indicative of the self-image, may be given: the proportion of courses on parent and family education is 50.38 per cent, i.e. the major part of the provision, followed by leisure-oriented education (20.93 per cent) and person-oriented education (20.49 per cent).

From these figures it may be deduced that the assumed bias of adult education in practice towards vocational and certification-oriented education, to the cost of cultural- and leisure-oriented education, cannot be proved, and that, consequently, the educational policy-programming is of lesser importance than the expectations and needs of the participants and the provision conceived in accordance with them.

Far more difficult than describing the situation would be an attempt to define future trends. It seems certain that the ratio of leisure-oriented education will remain at least constant. There will be increases when working hours are shortened further and unemployment will give rise to demands for involuntary leisure time activities outside vocational improvement.

Parallel to international development, a balance of vocational and cultural education can be expected though cultural education may gain priority. The scope of this paper does not allow to detail what will be the contents of cultural education in a contemporary context. New media and the contents they convey are as much part of cultural education as are forms of aesthetic education (interior design, qualify of life) and cultured ideology (ecology and ascetitism).

Further it may be assumed that more use will be made of adult education as a medium of contact and communication. In view of the growing anonymity of all environmental relations, political and human, forums for encounter and intimacy are sought. District work, community work and animation are fields through which partnership can be achieved. Besides, there is quite an arsenal of tasks and functions resulting from the peculiarities of marginal groups.

If I see the future situation of the Federal Republic of Germany correctly, I could define the following trends:

1. Expansion of cultural education and a balance of cultural and vocational education;
2. Establishment of partnership and communication through educational work in surveyable contexts;
3. Functions geared to the needs of specific marginal groups;
4. Establishment of a comprehensive basic or minimum offer to enable the citizen to find his way through his social, political and economic relationships and to participate in shaping it; 13)
5. Conceptualization of vocational education with a view to increased spatial and situative mobility.

As we neither wish nor have been asked to confine ourselves to national interests, the international dimensions of the present subject will now be discussed. For this purpose, a demarcation line has been drawn which has already been used in earlier publications.[14)] First the term "international" will be defined as a concept, and then its international and supra-national manifestations in European or Europe-oriented institutions will be considered. It should be pointed out in advance that all the institutions concerned find themselves at the end of a first conceptualization phase. That is to say, they have defined adult education and identified the dimensions of their aims and perspectives on continuing education in projects, mostly time-consuming and expensive ones. Having laid the foundations, they are now beginning to tackle

future, presumably more specific projections. The second phase of international adult and/or continuing education is now being signalled. A Unesco world conference could mark out goals and directions which would have to be more precise and clear-cut than the "Recommendation on the Development of Adult Education".

3. International - not a conclusive concept

So let us start with the concept of "international" and a description of the situation, always bearing in mind the national implications. The conceptual difficulties of an international perspective will be only briefly discussed. One question would be in what the term "international" differs from the slightly superificial word "comprehensive", "global". Is it the forums, institutions and countries in which the discussion on adult and/or continuing education has reached a high scholarly level or is it a standard importance which stimulates or encourages adoption? If such a definition of "international" were accepted, then the criteria, the reference points, the indicators would also have to stand for what oneself considers to be the right standard.

International adult continuing education is here understood to mean discussions, measures and concepts within international or supra-national institutions, and the scope has been limited to the European context in the narrower or wider sense.[15)] On the conceptual discussion about adult/continuing education one can only say that the notions are shimmering, sometimes exchangeable. To simplify:

Unesco speaks of "lifelong education

OECD of "recurrent education"

the Council of Europe of "education permanente" or "permanent education"

the European Community of "vocational education.

Sometimes these terms are used synonomously. They become even more blurred in combinations, for instance in the case of a research and working project of the European Council, which is entitled "Permanent education in the framework of recurrent education". In the Federal Republic of Germany the term "Weiterbildung" has become general usage since the Structural Plan and the Overall Education Plan were published; it would, however, need an explanation in English or French translation.

In the following, some descriptions of the situation in international and supra-national institutions concerning their educational policies or, more precisely, their adult education policies, will be given. Possibly - and this is a hypothesis that may be ventured - it may be found that the mono-causal line of development

that has been outlined at the beginning - from the consumer society to a cultural society - does not hold water.

4. The Unesco concept of adult education

To this day the activities of Unesco[16] are based on the "Recommendation on the Development of Adult Education",[17] which may undoubtedly be called a successful, because an inter-system and harmonized catalogue of adult education. In this author's opinion the Recommendation accentuates cultural education; one might also say an education promoting creativity and the utilization of leisure time.[18] But this characterization is a rather summary one. The recommendation deals at length with fundamental and cultural education,[19] on the whole a differentiation of the Unesco perspective can, however, be detected. This differentiation is implied in the fact that for highly developed countries, issues of liesure-time education are becoming more important, while issues of functional literacy have priority in developing countries. In the meantime, seen against the background of an indigenous illiteracy in industrialized countries, this distinction has become very questionable, as has already been pointed out.[20] I myself have used the Recommendation several times as evidence of the fact that adult education, in its systematized vocational orientation, is again developing into an instrument of cultural education taking into account aspects of de-schooling in the sense of Ivan Illich.[21] Looking at the Unesco world conference on adult education in Tokyo, Helsingör and Montreal[22] and their influence on the Recommendation, one will certainly find that the educational problems in developing countries are receiving more emphasis, and that as a result there is a greater awareness of the interdependence of economic systems and educational structures at Unesco. Of course, 1976 is long past and the Recommendation does not reflect what is generally accepted today. Unesco considers, independently of sweeping conceptualizations, two aspects to be indispensable and urgent. Therefore, the General Conference at its 21st session in Belgrade from 23 to 28 October, 1980, drew up a priority list for future action. It includes "Intensification of the struggle against illiteracy" and "Extension of Unesco's contribution to integrated rural development". Furthermore, the programme item "Promotion and intensification of adult education" might be regarded as a perspective for the future, concealing advance planning for another world conference in 1984, which would re-draft and innovate the Recommendation.[23]

Summarizing it may certainly be said that Unesco is centring its attention, as it did in past years, on literacy and the development of underdeveloped regions in a perspective combining economic, political and cultural dimensions,

and is about to draft an overall structure of adult education for the future. It should, however, be added that the impact of Unesco recommendations and resolutions varies and their effectiveness is rather limited.

Unesco will certainly not abandon its underlying principle of lifelong education.[24] It seems to put its expectations on the possibility of a post-industrial society.

5. The concept of adult education of the European Council

By contrast, the European Council has always taken a stance which assigns priority in continuing education to the cultural aspect - and owing to its composition and the Member States' understanding of state economy it could afford to do so.[25] It may however, be asked whether conceptualizations that do not take into account the national identity and specificity have any chance of being put into practice. The ideal of harmony in the domains of educational and cultural policy, described, for instance, by Dahrendorf of the European Community, will be briefly discussed later.

As regards the European Council it may be said that its discussions on adult and/or continuing education are centred around broad strategies rather than concrete individual measures.[26] Typical of this assessment may be the characterization of "Globalization in Adult Education" given in a prominent document of the European Council:

> "Globalisation is a term used in referring to projects, actions and methods which, in our view, seem to tend towards a certain globality. The term globality operates on two levels: man is global, and human functioning, in life situations which are themselves global, is of a global nature. The move towards a global education, one which relates to the whole person, arises out of this dual perception of man-in-a-situation.
>
> But today globality is more often experienced as separation, because the individual has two spheres of action, two modes of being:
>
> - one at work;
>
> - the other in his everyday life - alone, in a family or in a community, but not at work.
>
> It is therefore important to organise the definition of education according to a double typology (1): according to the components of a globality reconstructed between non-professional life and education. It is also important to identify, in the examples mentioned, the indicators of gradations of globality.
>
> - A "globalised" education in relation to everyday life would mean an education built into the very elements of that everyday life, one which does not set it apart or take place outside it.

- A "globalising" education would be one which would provide means of acting upon the environment". 27)

It is remarkable that, despite individual practical actions taken by the European Council, such as the discussion of communication methods within the so-called modern communication technologies or an exchange of language teachers, or the drafting of textbooks for mutual inter-state textbooks, the statements of the European Council often seem to be more academic, statements of principle, and are more rarely related to economic structures.

The General Conclusions of the Final Report[28] appear to me to be evidence of this distance from the economic environment into which adult education ought to be integrated as an educational policy activity; they even advise against taking direct labour market interests into consideration. This could at any rate be deduced from the following formulation:

> "Analysis of the role of enterprise in adult education has led to the conclusion that it is essential both as forum and as an educational resource. But it is still important - and this is where the state comes in - for employers and educational institutions to cooperate closely and for the training provided to be subject to democratic supervision and not limited to the immediate needs of the employer".[29]

This is not surprising if note is taken of the "Doctrine of the Council of Europe" which tends to be rather individualistic, traditionalist, liberal and concerned about human rights, and which assigns a more marginal role to the historical, contemporary and economic factors.

It should be emphasized once again that the discussions within the CCC of the European Council show considerable competence in various fields which has benefited the science of adult education,[30] but that the deliberations on adult education in the context of "permanent education" have had no close relation to reality. Since I have myself taken part in several discussion meetings of the European Council,[31] I know how stimulating they have been for research and for dealing with issues of adult education; only, from the point of view of educational policy, such statements remain rather vague and cannot produce the strategies required for the network of interrelationships between labour market, employment situation and training structures.

6. The OECD concept of adult education

The two other institutions to be mentioned may perhaps claim to correspond better to the demand for an orientation that combines economy and education. The first to be dealt with there is the OECD, in particular the CERI of OECD.[32] The OECD is an international agency, with an economic bias which suggests an

attention to adult and/or continuing education based on the conditions, changes and also the flexibility of the labour market. Whenever and wherever the OECD and its educational activities are talked about, the key-word "reccurent education"[33] comes up, though it does not cover the whole spectrum of activities undertaken by CERI. An appropriate characterization is to be found in U. Hameyer's publication, where he writes: "to show the direction in which CERI's work will expand:

- Educational responses to changing needs of children, youth, and adulthood.
- Relations between education and working life.
- Education in the socio-geographical context (regional school experiments, urban and rural schooling).
- Failure and underachievement in school.
- Innovation exchange.
- Institutional management in higher education".[34]

Altogether it may be said that, notwithstanding and apart from its occupation with certain educational areas, CERI is focussing its attention on the follow-up measures and strategies of recurrent education, higher education and, recently, on continuing education. In the concept of recurrent education, for which no adequate German term exists,[35] differentiations have now been made which show the extent to which OECD relates its educational activities to economic issues. There is no need to go into a detailed analysis of recurrent education nor to consider why this project has not found an adequate response in the Federal Republic. Meanwhile the CERI deliberations have entered a phase which goes beyond the scientific aspect of education and extends into educational economy and general national-economy theory. The OECD remains convinced that recurrent education is a global strategy, a general educational principle and a scheme the implementation of which is to be pursued mainly against the background of productivity-oriented continuing education.

If one were to follow the discussion on educational policy and educational science in the Federal Republic, one might think that recurrent education was hardly more than a subject seriously concerned with specialized competence. However, its interest should not only be measured by the relevant publications. Looking beyond the initial product, that is, Kellen's essay, recurrent education can provoke a host of questions, for example: what changes will result if the concept of education is tied to the tertiary sector, to universities

and university-level institutions? The continuing study programme now made compulsory for universities in the Federal Republic is only one answer.[36]

What is the rating of educational leave in the context of recurrent education?[37] Its integration into the whole structure of continuing education would also be only one answer.

How would the labour market have to be structured to meet the demands of recurrent education? Increased flexibility would then be more than an empty rhetorical phrase, it would have structural and organisational implications.[38]

Finally, the system of youth education would also have to be related to recurrent education. Youth work, out-of-school youth education, youth care and youth welfare, i.e. all welfare services, negative and positive, have to be redefined in recurrent education. Recently CERI has also tackled the problems involved in the transition from school to work.

Here, too, an attempt - admittedly repetitive - at drawing a balance may be made. OECD and CERI deliberately take up the questions as to how adult and/or continuing education should be structured so as to include economic educational factors, which priority this entails and what should be the relationship between consumer society and cultural society.[39]

7. The concept of the European Community

Finally we are going to turn our attention to the European Community, in which the cohesion of education and economy is most straightlined and direct. Here, too, there is no need to go into the genesis, function and working methodology of the institution.[40] It has already been pointed out that in the Treaty of Rome, which preceded the EEC, educational policy was not explicitly mentioned as a function, and that for the EEC, educational policy can only stem from its connection with economic policy. Consequently the EEC has always kept to the lines which, in accordance with its function, derive from the Treaty of Rome.[41] Unquestionably, the Dahrendorf Memorandum of 1973[42] has set off the debate about the function of the EEC concerning educational concepts, though it has also provoked clear opposition. For, while Dahrendorf tended towards a harmonization model by which a European school policy, educational and cultural policy should take their orientation from uniform regulations, measures, aims and qualifications, the EEC later adopted a concept of national education policies with maximum flexibility and exchangeability. These aspects are combined in the resolution of the European Council, and the united Ministers of Education in it, of 9 February 1976.[43] This document confirms the sections to be promoted by the educational policy of the EEC, the contents of which are already indicated

by the headings of the declaration: "Better opportunities for the education and training of nationals of other member states of the Communities and of non-member states, and of their children.

"- Improvement of the correspondence of educational systems in Europe;

- Collation of up-to-date documentation and statistics in the domain of education;

- Cooperation in the field of university-level institutions;

- Foreign language teaching;

- Quality of opportunity for unlimited access to all forms of education." 44)

At present, resolution I of the 12th Session of the Standing Conference of European Ministers of Education describes the following problems as priorities:

a) Defence of human rights and basic freedoms;

b) Youth unemployment;

c) Equality of opportunity for women and girls;

d) The Ramblers' movement;

e) The Challenges of new developments in science and technology, especially those offered by microprocessors;

f) Equality of opportunity for the disabled;

g) Protection of the environment.[45)]

Altogether, the action programmes in the framework of the EEC are more concrete than the OECD strategies, which aim more at conceptualization. The EEC set itself the following guidelines, among others:

- Initial training of young people and adults;

- Rehabilitation of persons who have suffered, after initial training, damages which render a return to the initial occupation impossible;

- Re-training;

- Free choice of jobs;

- Equal payment for equal work;

- Reciprocal recognition of certification entitling to entry into an occupation;

- International legislation on vocational training.[46)]

Today the educational intentions are primarily concentrated on issues connected with youth unemployment. If training and retraining of the young had been envisaged earlier, now concrete work is being done on compound models with which the acute side-effects of youth unemployment are to be met.

Also of an all-national nature are those projects that are meant to deal with the social and educational aspects of migrant workers.

In view of the changed economic, - national-economic - circumstances the spectrum of EEC activities is reduced to issues of

- re-training
- vocational integration
- vocational guidance
- youth unemployment
- transition from school to work
- the side effects of migration
- mutual recognition of vocational qualifications.

Let us now return to the hypothesis formulated at the beginning of this paper, namely that educational policy in the European context is developing from the consumer society to a cultural society. There seems to be no conclusive evidence for such a pointed statement, but an awareness is growing that economic development and educational growth must be seen in close association. Overall, educational policy - if such a summary and comprehensive formulation is permissible - assumes that the further development of education, knowledge and culture will be fostered by economic growth.

8. Future trends of adult and/or continuing education in the European Context

It is certainly difficult, and may even be dangerous, to try going beyond the identities of nation states and also the divergent systems and making an attempt at taking a global view. The first impression is that with regard to future conceptualizations, adult and/or continuing education has reached a decisive turning-point. As far as the international and supra-national organisations that have been discussed in this paper are concerned, one might say that these agencies seem to be about to enter a second phase of educational policy. This applies to the OECD, the Council of Europe and Unesco. At the European Community the situation is somewhat different because it operates on the principle of instant reaction clearly preferring punctual measures to global strategies. In national as well as in international educational policy new perspectives will have to be developed for the participants in adult/continuing education, though an excessive breakdown into problem groups should be avoided. In this

context, "new perspectives" does not mean new, as yet unthought-of concepts, but rather shifts of emphasis, consideration of hitherto neglected aspects.. The repeated reference to the shift of emphasis, from rigid systematization and qualification to a balanced education fostering creativity and productive use of leisure time, indicates what is meant. "Cultural education" is known both as a concept and a tradition; now the time has come to flesh out the concept with contents which respond to the needs and accord with the modern interpretation of culture. This would appear to be an essential task for modern industrialized nations, of equal value and rank with programmes of vocational continuing education. On the other hand, conceptions could also be developed to remove obstacles such as entrance problems or mutual recognition of vocational qualifications, and thus to establish a European liberality, educational leave for migrant workers, migration processes and associated ethnic integration problems, and foreign language problems down to full bilinguism.

These are only a few aspects which might underlie the future profile of European adult education. But there is no intention to anticipate a discussion which is to develop the prospective emphases. Rather has the objective been to describe how the public of adult education is addressed in the Federal Republic of Germany, what is normally offered to it and how it reacts to this offer, and then to show how adult and/or continuing education is seen by European organisations and international or supra-national agencies.

It might be pointed out in this context that both the national institutions of adult education and the international organisations have not so far applied the newly discovered problems of life phases and life cycles to the content design. In the face of increasingly limited resources, the national educational policy-makers, and also the international organisations, should undertake to set priorities, and then proceed to establishing guidelines suitable for future strategies of adult/continuing education.

In this author's personal opinion, these priorities result from the distorting antinomy of consumer society and cultural society. The two cannot be disentangled. Participants in adult education should acquire vocational qualification, ecological and economic information, and be enabled to cope with his areas of freedom. Hence the programmes should range from the detached objectivity of the working world to inner maturity.

The trends for a future strategy of adult education that have been shown to exist in the Federal Republic of Germany should also be valid for European discussions. It should, of course, be considered what punctual and topical obstacles require immediate action. But these actions can only precede a longer-term conceptualization.

NOTES

1. Frankfurter Allgemeine Zeitung, 20.5.1981, p. 25.

2. See his verbal contributions to the conference of the Raymond-Foundation of 9-11 March, 1981, at Munich. These will shortly be available in bookform in the series published by the Walter Raymond-Stiftung.

3. See the introductory publications of:
Feidel-Mertz, H.: Erwachsenenbildung seit 1945. Ausgangsbedingungen und Entwicklungstendenzen in der Bundesrepublik Deutschland. Köln, 1975. - Siebert, H.: Erwachsenenbildung. Aspekte einer Theorie. Düsseldorf, 1972; Siebert H. (ed.): Praxis und Forschung in der gegenwärtigen Erwachsenenbildung Braunschweig, 1977. - Knoll, J.H.: Einführung in die Erwachsenenbildung. Berlin/New York, 1973; by the same author: Bildung und Wissenschaft in der Bundesrepublik Deutschland. München, 1977; by the same author: Erwachsenenbildung und berufliche Weiterbildung in der Bundesrepublik Deutschland. Grafenau, 1980. (beruf + bildung, Bd 7).

4. Knoll, J.H. et al.: Erwachsenenbildung am Wendepunkt. Der Bochumer Plan als Beitrag zum dritten Bildungsweg. Heidelberg, 1967.

5. See: Gesamtplan für ein kooperatives System der Erwachsenenbildung. Empfehlungen zur Neugestaltung und Koordinierung. Presented by the Arbeitskreis Erwachsenenbildung des Kultusministeriums Baden-Württemberg, (Reihe A No.10) and Schulenberg, W.: Plan und System: Zum Ausbau der deutschen Volkshochschulen. Weinheim, 1968. (Pädagogisches Zentrum. Veröffentlichungen Reihe B, Diskussionsbeiträge Bd 10).

6. This definition has been differentiated and modified many times but, contrary to international practice, these definitions, on the whole, separate out-of-school youth education from adult education. Thus the "Overall Educational Plan" has a separate chapter headed "Out-of-School Youth Education".

7. Clear evidence of this is the Adult Education Law of Lower Saxony, 1969/70, which does not specify contents apart from a general outline of the goals of adult education.

8. See H. Siebert in: Grundangebot Weiterbildung. Diskussionsstand und Entwicklungsmöglichkeiten. München, 1981. (Schriftenreihe Bidlungsplanung 34).

9. Besnard, P.: L'Animation socioculturelle. Paris: Presses Universitaires de France, 1980.

10. See Knoll, J.H.: Dokumente zur Erwachsenenbildung in der DDR. VHS im Westen. 4 (1980), pp. 212 ff.

11. For instance at a Hearing of the representatives of adult education institutions in Lower Saxony before the group of experts set up by the Ministry of Science and Art to review the 1970 Adult Education Law of Lower Saxony.

12. The preceding data is taken from: Statistische Mitteilungen des Deutschen Volkshochschulverbandes, collated by the Pädagogische Arbeitsstelle, Frankfurt 1977 and 1979, Arbeitsjahr 1977 und Arbeitsjahr 1979. - Mitteilungen des Landesamtes für Datenverarbeitung und Statistik NW, made available by the Landesinstitut für Curriculumentwicklung, Lehrerfortbildung und Weiterbildung.

a list of activities in the period 1977-80. Also the Annual Report 1977-80 on the courses of instruction in Federal schools, edited by the Deutsche Gewerkschaftsbund, Bundesvorstand, Abt. Bildung and Katholische Arbeitsgemeinschaft der Erwachsenenbildung (eds.): KBE, Bericht, Statistik, Strukture Medien. Bonn, 1979, and Bonn, 1980.

13. See in this connection Siebert, H.: Grundangebot Weiterbildung. Doskussionssta und Entwicklungsmöglichkeiten. Bonn, 1981. (Schriftenreihe Bildungsplanung 34, edited by the Bundesminister für Bildung und Wissenschaft).

14. See Knoll, J.H.: Bildung international, internationale Erwachsenenbildung und vergleichende Erwachsenenbildungsforschung. Grafenau, 1980.

15. See in detail the documents reproduced in Knoll, J.H.: Internationale Erwachsenenbildung in Geschichte und Gegenwart. Braunschweig, 1981.

16. Mertineit, W.: Unesco und Erwachsenenbildung. In Knoll, J.H. (ed.): Internationales Jahrbuch der Erwachsenenbildung. Düsseldorf, 1975. - Knoll, J.H.: Bildung international, see 14., pp. 141 ff.

17. This statement was passed in Nairobi in 1976 See the fundamental work by Günther, U.: Erwachsenenbildung als Gegenstand der internationalen Diskussion. Köln, 1982.

18. The concept of education promoting creativity and utilization of leisure time has been explicitly shown to be a special area of adult education in the Continuing Education Law of Nordrhein-Westphalia, which came into force in 197

19. See the passage in Recommendation III, Content of continuing education, point

20. See in this connection among others the work by Nieden, Ch.: Stand und Probleme der Alphabetisierung in England und Wales. Bochum, 1980. (M.A. thesis

21. See among others Knoll, J.H.: Erwachsenenbildung - zurück zur kulturellen Bildung? Geschichtlich-systematische Integrationsperspektiven, In Kürzdörfer, K. (ed.): Grundpositionen und Perspektiven in der Erwachsenenbildung. Bad Heilbrunn/Obb., 1981, pp. 140 ff.

23. See Lowe, J.: Retrospective International Survey of Adult Education, Montreal 1960 to Tokyo 1972. Paris, 1972. - The Education of Adults in a World Perspective. Paris, 1975.

23. Quoted from Unesco, Adult Education, Information Notes No. 3/4, 1980. Paris, 1980, p. 2.

24. See Günther, U. and Dräger H.: Das Prinzip des lebenslangen Lernens in der internationalen Diskussion and: Historische Aspekte und bildungspolitische Konsequenzen einer Theorie des lebenslangen Lernens. In Knoll, J.H. (ed.): Internationales Jahrbuch der Erwachsenenbildung, Vol. 7/1979. Köln/Wien, 1979, pp. 92 ff. and p.109.

25. Jocher, H.: Das Arbeitsprogramm des Europarates im Bereich der Erwachsenenbildung. Einige Aspekte und Bemerkungen. In Knoll, J.H. (ed.): Internationales Jahrbuch der Erwachsenenbildung, Vol.5/1977. Köln/Wien, 1978, pp. 102 ff.

26. I am here referring to the Council of Europe, Education and Culture: Organic and Territorial Structures of Adult Education. Strasbourg, 1979; Council of Europe, Education and Culture: Development of Adult Education. Strasbourg, 198 and Council of Europe, Education and Culture: Adult Education, Employment and Under-Privileged Groups. Strasbourg, 1979.

27. Council of Europe 1978, Permanent Education, The Final Report, Globalisation in Adult Education. In Council of Europe, Council for Cultural Co-Operation (ed.). Strassbourg, 10 April 1978, CCC/EP (77) 8 revised, pp. 16 ff.

28. Council for Cultural Co-Operation: Final Report of the CDCC-Project No. 3, Development of Adult Education. Strasbourg, 1980, p. 132.

29. ibid, p. 133.

30. Examples and references to literature are to be found in several of my publications, e.g. in: Erwachsenenbildung. Aufgaben, Möglichkeiten, Perspektiven. Stuttgart, 1972, and in: Erwachsenenbildung und Wissenschaft. Bildung und Erziehung 1 (1981).

31. For instance in the project on participation and self-management. See Knoll, J.H.: Bildung international (see 14.), pp. 51 ff.

32. Knoll, J.H.: Bildung international (see 14.), pp. 111 ff. In recent discussion H. Schütze of CERI has pointed out that the data collected for this publication has been overtaken in some points by the development of CERI, and that at present CERI's working methods can best be gathered from the publication "Innovation in Education, News from the OECD".

33. Recurrent Education - A CERI contribution. In: Ausbildung und Praxis im periodischen Wechsel. Edited and translated with the authorization of OECD by the Secretariat of the Standing Conference of Ministers of Culture of the Länder of the Federal Republic of Germany. Paris, 23.1.1973. See also the references given in the introduction, to the genesis of recurrent education, of which Olaf Palme is one of the chief architects. For more recent developments in recurrent education see, among others: The Economics of Recurrent Education. In: Innovation and Education News, No. 27, published by the OECD, Paris, February 1981. - Bengtsson, J. and Schütze, H.G. of CERI/OECD, Paris: Developments in Recurrent Education and Recent Economic and Social Trends. In Clement, W. and Edding, F. (eds.): Recurrent Education und berufliche Flexibilitätsforschung. Berlin, 1979.

34. Quoted from: Innovation, No. 28, December 1980, Unesco. Geneva, 1980, p. 2.

35. The approximative German terms "Intervall-Lernen", "periodischer Wechsel" can hardly convey a clear picture of their connection with recurrent education.

36. See Swoboda, Wolfgang: Universitäre Erwachsenenbildung - Die Hochschulen von der Populärbildung zum weiterbildenden Studium. Bochum, 1981. An M.A. thesis elaborating materials.

37. The special problem of educational leave for migrant workers is discussed in Knoll, J.H.: Bildungsurlaub für Gastarbeiter. Neue Ordnung. (August 1981).

38. See also Innovation in Education. (February 1981), No. 27.

39. See the allocation of functions in: Innovation in Education, News from the OECD. (28 June 1981).

40. Knoll, J.H.: Bildung international (see 14.), pp. 85 ff. See also the fundamental publication by Schmidt-Wenzel, Hermann (ed.): Bildungspolitik in der Europäischen Gemeinschaft. Aktuelle Probleme und Ausblick. Baden-Baden, 1980. - Brunner, G.: Bildungspolitische Probleme aus der Sicht der EG. In Mickel, W.M. (ed.): Europäische Bildungspolitik. Neuwied, 1978, pp. 5 ff. - Wedell, G.: Adult Education in the Framework of the European Community. In Knoll, J.H. (ed.) Internationales Jahrbuch der Erwachsenenbildung, vol. 6. Cologne, 1978.

41. Relevant documents are listed in: Knoll, J.H.; Künzel, K.: Internationale Erwachsenenbildung in Geschichte und Gegenwart. Braunschweig, 1981.

42. Dahrendorf, R.: Arbeitsprogramm, Forschung, Wissenschaft und Bildung - Das Dahrendorf-Memorandum 1973. In Dahrendorf, R.: Arbeitsprogramm, Forschung, Wissenschaft und Bildung. Wissenschaftliche und technische Informationen. Brussels, 1973.

43. Reproduced in Knoll, J.H.; Künzel, K.: Internationale Erwachsenenbildung in Geschichte und Gegewart (see 41.).

44. European Community, 1976:Resolution of the Council and the Ministers of Education on 9.2.1976, with an action programme for the educational domain. ABl, No. C. 38, of 19.2.1974.

45. Quoted from "Mitteilungen und Informationen des Sekretariats der Ständigen Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland", 4/81, p. 20. It is remarkable that in the programme drawn up under the British presidence of the EEC the educational policy within the EEC framework was treated rather cursorily, for instance in the "Programme of the EECP Presidency", presented by Lord Carrington to the European Parliament, Strasbourg, on 8. July, 1981. Quoted from: Das Parlament. (15.8.1981), No. 3 p. 19.

46. See Knoll, J.H.: Bildung international (see 14.), p. 97.